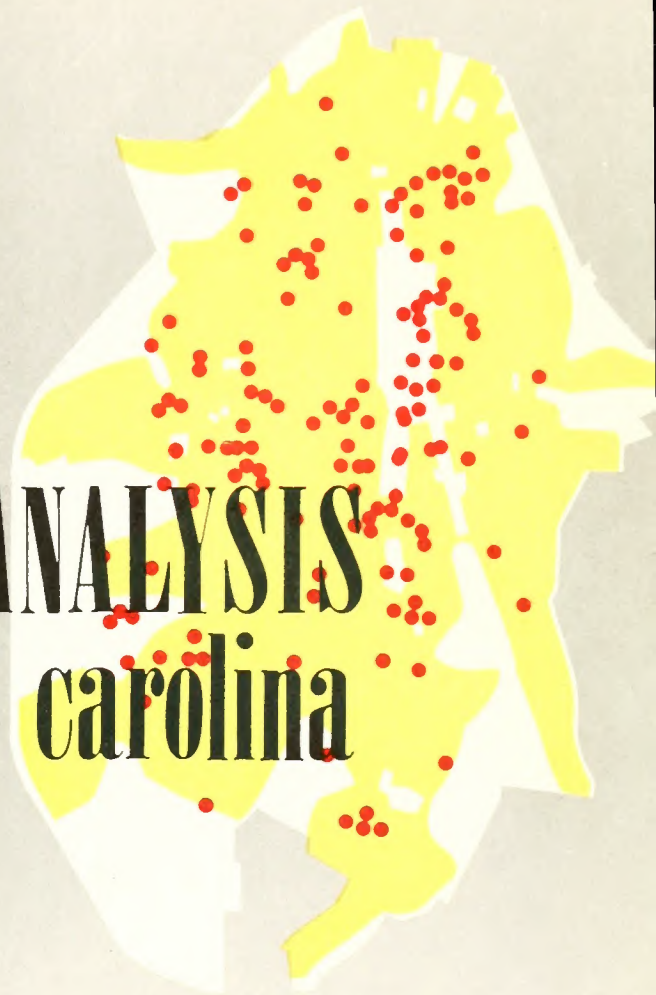


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# NEIGHBORHOOD ANALYSIS

## reidsville , north carolina





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**NEIGHBORHOOD ANALYSIS**  
**reidsville , north carolina**



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# PART 1

## introduction



## I N T R O D U C T I O N

### PURPOSE OF THE STUDY

In December of 1961 the City of Reidsville contracted with the North Carolina Department of Conservation and Development, Division of Community Planning, for assistance in developing and implementing a community improvement program. Since that time the Reidsville Planning Board, in cooperation with a planning staff provided by the Division of Community Planning, has been engaged in a comprehensive study of the community.

The report contained herein is one of several to emerge from that study. Here the focus is upon Reidsville's neighborhoods: their general character, their problems, and their potential for betterment. Like those in most cities, Reidsville's neighborhoods range from the attractive and pleasant to the ugly and blighted. If parts of this report seem to place undue emphasis on neighborhoods of the latter type, it is only because a frank appraisal of present conditions -- the bad as well as the good -- is an essential prerequisite to any program of community improvement.

The neighborhood is an important element in family life. Many activities are carried out within its borders -- some cherished, some routine, but all central to our way of life as American city dwellers. The neighborhood provides a geographical framework for informal visiting among friends, for club membership, for children's playgroups, for school attendance, for worship, for quick shopping trips. Whether consciously or unconsciously, most people tend to identify themselves with their neighborhoods. One feels "at home" in his neighborhood; he may have a sense of "belonging" to it.

Given this importance of the neighborhood in family and community life, it is essential that the neighborhood be a clean, safe, and healthful place in which to live.



The blighted neighborhood, of course, is one which does not possess these attributes. In its extreme form, the slum, it is a neighborhood in which housing conditions are bad, community facilities are inadequate or overcrowded, and disease and crime are commonplace.

It is commonly recognized that bad housing conditions and unhealthy social conditions (disease, crime, etc.) are related to each other, but the exact nature of the relationship is difficult to pinpoint. Are undesirable social conditions the result of bad housing and inadequate facilities? Or, on the other hand, does the bad housing exist because of the unhealthy social life occurring within it?

There is probably an element of truth in both of these views. Blight operates in a vicious spiral: a bad physical environment is conducive to a social milieu which tolerates, or even encourages, irresponsible behavior; this behavior in turn contributes to the further deterioration of the physical environment; and so on, in an unending downward spiral. If this is true, there is a strong case for taking action to eliminate the physical manifestations of blight. Such action can eliminate one of the forces driving the spiral downward, and perhaps even start it climbing upward. It is not unreasonable to expect considerable social improvement in any neighborhood which undergoes substantial physical improvement. The pleasant neighborhood, standing where a slum once existed, offers a new source of pride to its residents; it gives them a strong incentive for good citizenship.

Slum-dwellers, moreover, are not the only persons who suffer from blight, nor are they the sole beneficiaries of slum eradication. If blight persists, the entire city is the loser. Slum neighborhoods require public expenditures (on police and fire protection, welfare, etc.) out of all proportion to the number of persons living in them. At the same time, their contribution to the city's tax revenues is proportionately low. Downtown businessmen are disadvantaged if their potential customers must pass through





blighted areas on their shopping trips; if sufficiently unpleasant, such trips may come to be avoided whenever possible by potential customers. Further, the existence of blighted areas is detrimental to the image which the city creates in the minds of both its residents (whose civic pride may consequently suffer) and those who live elsewhere (such as, for example, industrialists interested in bringing new firms to the city).

In short, blight offends the sensibilities of the concerned citizen in at least two ways. His humanitarian impulses are aroused through awareness of the overcrowded, unhealthy, and generally unhappy existence which is the slum-dweller's lot. And his business instincts are revolted by the economic waste which inevitably accompanies blight. Slums are decidedly "bad business," both socially and economically.

Considerations such as these underlie the present report on Reidsville's neighborhoods. As already noted, a major purpose of the study reported herein has been to identify Reidsville's "trouble spots," to determine the extent of the blight contained in each of them, and to make tentative suggestions regarding steps which might be taken to eradicate that blight.

The maps and data contained in this report, then, should be useful in at least three ways:

1. The data included here should be useful in the present and future activities of the Planning Board and other public and private bodies serving the city. The Planning Board is concerned with Reidsville not only as it exists at present, but as it will exist ten, twenty, thirty years from now as well. The planning of future development must be based upon a sound knowledge of present conditions; it is hoped that this report contributes to such knowledge.

2. If, at some future time, the citizens of Reidsville should determine to initiate a program of urban renewal, this report, by pinpointing the major areas of blight,



will serve as a useful guide in the selection of project areas.

3. Finally, this report may prove useful to private citizens who, through pride in their city, are themselves concerned with Reidsville's future. On the one hand, the report highlights the magnitude of the task which currently exists. On the other hand, it serves as a warning for the years to come. Blight does not stand still. It spreads from neighborhood to neighborhood, leaving destroyed property values and deteriorating social life in its wake. The best safeguard against the spread of blight is a concerned vigilant citizenry. It is hoped that this report will help to foster such a spirit among the citizens of Reidsville.

#### CAUSES OF BLIGHT

There is, of course, no single factor which can be identified as the cause of blight. Nor can any list of causative factors aspire to completeness. Just as blight can emerge where least expected, so do its causes vary widely from one situation to another. The following list, however, includes the factors which are generally believed to be most significant in the origin and perpetuation of blight. All have contributed, in greater or lesser degree, to the existence of blighted areas in Reidsville.

It should be noted that the factors listed below do not all operate at the same stage in the development of a blighted area. Some are primary causes, i.e., they play major roles in the origination of blight in a given neighborhood. Others are secondary causes in that their effect is largely the perpetuation of blight once it already exists. Most of the factors, however, can be either primary or secondary or both, depending on the particular set of circumstances involved. For this reason no attempt will be made to separate the one type from the other. It must suffice to say that any given instance of blight will be the end product of a complex interplay among factors such as the following:



1. Poor original design and construction of buildings. Reidsville, like most other cities, has a number of houses built specifically for low-income occupants. Many of these, unfortunately, were built with cheap materials and have deteriorated rapidly. Short-term economies in design and construction are often detrimental to the city in the long run.

2. Poor original layout of residential areas. Many of the residential areas now blighted were poorly designed, with little consideration given to topography, access, and other environmental factors. As a result these areas have drainage problems, narrow and circuitous streets, and building lots of such narrow and irregular shapes as to render difficult the construction of adequate houses.

3. The absence, inadequate formulation, or ineffective enforcement of codes and ordinances. Many of Reidsville's substandard buildings and faulty subdivisions came into existence prior to the formulation of the codes and ordinances which, at a later time, would have prevented them. Building, health, and traffic codes, zoning and subdivision ordinances -- all are important weapons in the battle against blight. Where they are absent or weakly enforced, blight may operate unimpeded by legal barriers.

4. Faulty land use pattern. The intermixing of essentially incompatible land uses is a major cause of blight. Commercial and industrial enterprises, with their relatively greater noise, smoke, and traffic generation, often have deleterious effects on nearby residences. The spread of such enterprises into residential neighborhoods generally serves as a harbinger of blight. A zoning ordinance is designed to prevent such occurrences in the future, but it cannot undo patterns which developed before its adoption.

5. Overbuilding. While intensive coverage of the land with structures, at the expense of parks and other open spaces, may seem economical at the time of construction,





it will generally prove costly (in both human and financial terms) in the long run. Tightly packed buildings, leaving little or no room for sunlight, fresh air, and play, are hardly conducive to a healthy residential environment.

6. Obsolescence. Many structures which once performed their functions quite adequately have become obsolete due to more recent developments in design, technology, and the urban economy. The large homes of fifty to a hundred years ago, built to accommodate a staff of domestic servants in addition to the family itself, have been overshadowed by today's home designed with the servantless housewife foremost in mind. Changes in standards of heating and air-conditioning have rendered the large old houses uneconomical as well. Blight frequently attacks areas in which such houses are concentrated, a process which is quickened by the common practice of dividing them into makeshift apartments.

7. Overcrowding within buildings. Generally originating in times of housing shortage, overcrowded conditions often persist long after the demand for housing has eased. Such conditions frequently occur in the obsolete buildings mentioned above when they are converted from single to multi-family dwellings. Discrimination also contributes to overcrowding, since it greatly narrows the range of housing possibilities open to members of minority groups.

8. Heavy traffic. While all cities require major thoroughfares for the fast and efficient movement of traffic, the residences along such streets will nevertheless suffer blighting effects (from noise, exhaust fumes, litter, safety hazards, etc.). "Better" neighborhoods are generally characterized by separation of residences from major thoroughfares, whether by large setbacks, foliage screening, or other techniques for minimizing contact. Blighted neighborhoods, on the other hand, commonly feature an





unhappy mixture of automobiles and playing children.

9. Inadequate public services. Blighted areas tend to be inadequately served with recreation space, street improvements, sewerage service, and other public facilities. Part of the reason is found in the sheer magnitude of present needs, needs which impose great pressure upon the personnel and equipment of relevant city agencies. Another part is found in the faulty practices of an earlier era, such as the former disregard for topography and proper street layout which often makes the installation of such facilities prohibitively expensive today.

10. Absentee ownership of rental property. Absentee owners (landlords who live at some distance from their tenants) are often somewhat negligent in maintaining their rental properties located in blighted neighborhoods. Even if well-intentioned, they are occasionally unaware of changes occurring in the areas surrounding their properties. This lack of proper maintenance, coupled with the transient occupancy often characterizing such areas, serves to accelerate the growth of blight.

11. Other social and economic factors. There are, of course, a number of broader problems which are not the direct concern of the Planning Board and its staff, but which must nevertheless be mentioned as factors in the existence of slums. Illiteracy and unemployment immediately come to mind; there are many others as well.

12. Apathy. Of all the factors which contribute to blight, this is perhaps the most important. Apathy operates both among the slum-dwellers themselves, whose despair with their lot carries them beyond the point of caring about the condition of their neighborhood, and among citizens outside the slum, who are simply "too busy" to be bothered with the problems of blighted areas. Public officials, too, tend to become



apathetic, leaning upon their unfounded convictions that "that's just the way slum-dwellers live; we can't do anything about it." Clearly, the development of widespread concern throughout the entire citizenry must be the first step in any attempt to abolish blight.



# PART 2

blight in reidsville



# REIDSVILLE, NORTH CAROLINA

## BLIGHT IN REIDSVILLE

Blight reveals itself in many ways. Some features, such as the physical deterioration of buildings, are readily apparent to the outsider. Other features make their impact not upon his eyes, but upon his pocketbook as a taxpayer. However, regardless of the form taken, all manifestations of blight indicate the existence of a highly undesirable situation, one which is an omnipresent reality in the lives of those persons who must live in slums.

This section is devoted to the measurement and analysis of blight as it exists in Reidsville. At the outset of the study the city was divided into thirteen planning districts or "neighborhoods" (see Plate 1). It is probably impossible to delineate areas which are internally homogeneous and distinct from one another in all ways, but an attempt was nevertheless made to draw the boundary lines in a manner with which Reidsville's residents could themselves generally agree. Particular attention was given to types of land use, ethnic composition, existing street patterns, and the like.

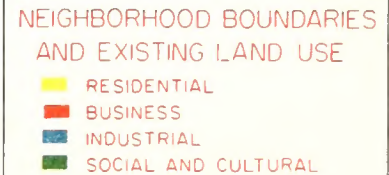
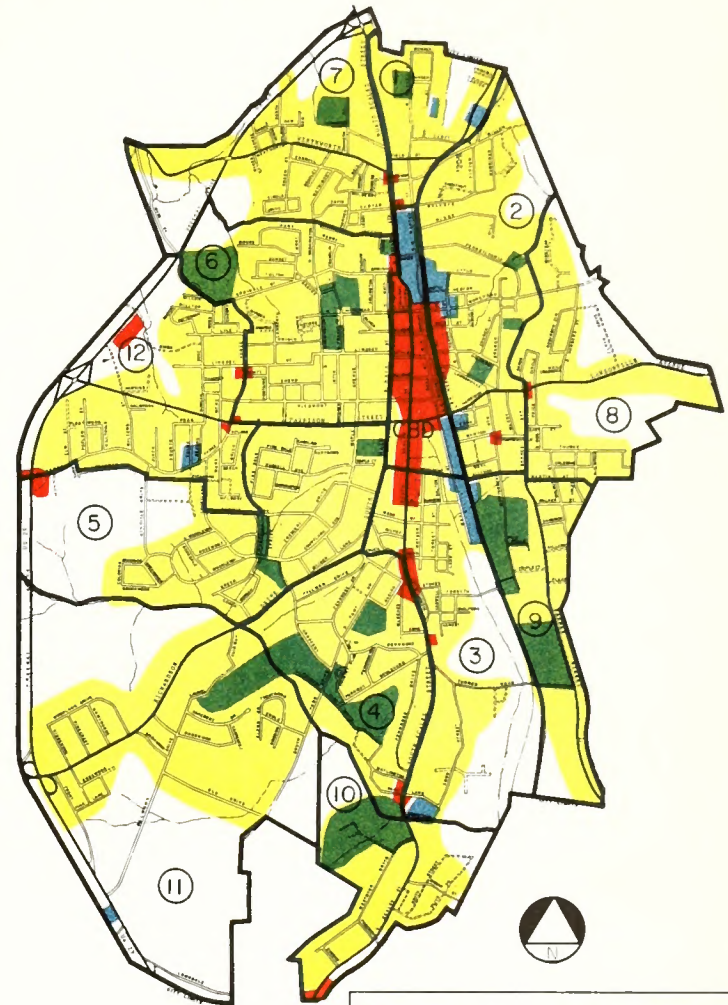


PLATE I





Wherever possible physical boundaries, such as major thoroughfares, railroad tracks, and topographical features (streams, etc.) were employed. It should also be noted that the study was restricted to the corporate limits of the City of Reidsville rather than embracing the whole of the Reidsville Planning Area (which extends about a mile beyond the city limits in all directions). Recent annexations have resulted in the inclusion of most of the Area's urbanized or built-up land within the corporate limits of the city, and it was deemed unnecessary to include the rest of the Area, which is primarily rural in character, in the present study.

The thirteen neighborhoods thus delineated have been analyzed in terms of twelve characteristics, each a useful index of blight. The present section (Part Two) of this report shows, in graphic and tabular form, the findings of these analyses. Part Three contains the conclusion and Part Four contains a discussion of types of treatment available for eradicating the "trouble spots" identified in the study.

The indices of blight employed in the study have been grouped in two categories:

1. Environmental characteristics, including data on housing conditions, major fires, pedestrian accidents, mixed land uses, and unpaved streets; and

2. Social characteristics, including data on major crimes against property and persons, juvenile delinquency, illegitimate births, infant mortality, tuberculosis, and venereal disease.



enviromental characteristics



Plate 2: Condition of Housing

2. Deteriorating housing needs repair beyond that entailed in regular maintenance. It has one or more defects which should be corrected if the structure is to continue to provide safe and adequate shelter. Examples include major damage to porch or steps, holes, open cracks, or missing materials over a small area of the external walls, foundation, or roof; or rotted window sills or frames.



■ BLOCKS WITH 50% OR MORE  
DETERIORATING OR DILAPI-  
DATED STRUCTURES

■ BLOCKS WITH 50% OR MORE  
DILAPIDATED STRUCTURES

- 11 -



3. Dilapidated housing is that which is unfit for human habitation. It may be of inadequate original construction; it may have so many lesser defects as to require repair or rebuilding out of all proportion to the original cost of the buildings; or it may have one or more defects of a critical nature. Examples of the last include holes, open cracks, or missing materials over a large area of the external walls, foundation, or roof; sagging walls or roof; a decided "tilt" in one or another direction; or major damage by fire or storm.

It was not feasible to show, on a map of the size used here, the grade assigned to each of the city's structures. Hence a summarizing device has been employed, based upon the housing conditions found to exist by blocks (or their equivalents). Plate 2 thus provides a general illustration of the location of Reidsville's major concentrations of substandard housing -- one of the best available indicators of blight. Below is a summary of the statistical data used in the compilation of plate 2.

Table One							
CONDITION OF HOUSING							
Neighborhood	No. of Residential Structures	Sound		Deteriorating		Dilapidated	
		No.	%	No.	%	No.	%
1	187	90	48.1	76	40.7	21	11.2
2	642	181	28.2	310	48.3	151	23.5
3	336	278	82.7	50	14.9	8	2.4
4	243	243	100.0	--	0.0	--	0.0
5	475	450	94.7	18	3.8	7	1.5
6	657	316	48.1	253	38.5	88	13.4
7	451	299	66.3	120	26.6	32	7.1
8	239	215	89.9	20	8.4	4	1.7
9	189	162	85.7	24	12.7	3	1.6
10	113	111	98.2	2	1.8	--	0.0
11	180	175	97.2	5	2.8	--	0.0
12	374	229	61.2	110	29.4	35	9.4
CD	48	16	33.3	29	60.4	3	6.3
TOTALS	4,134	2,765	66.9	1,017	24.6	352	8.5





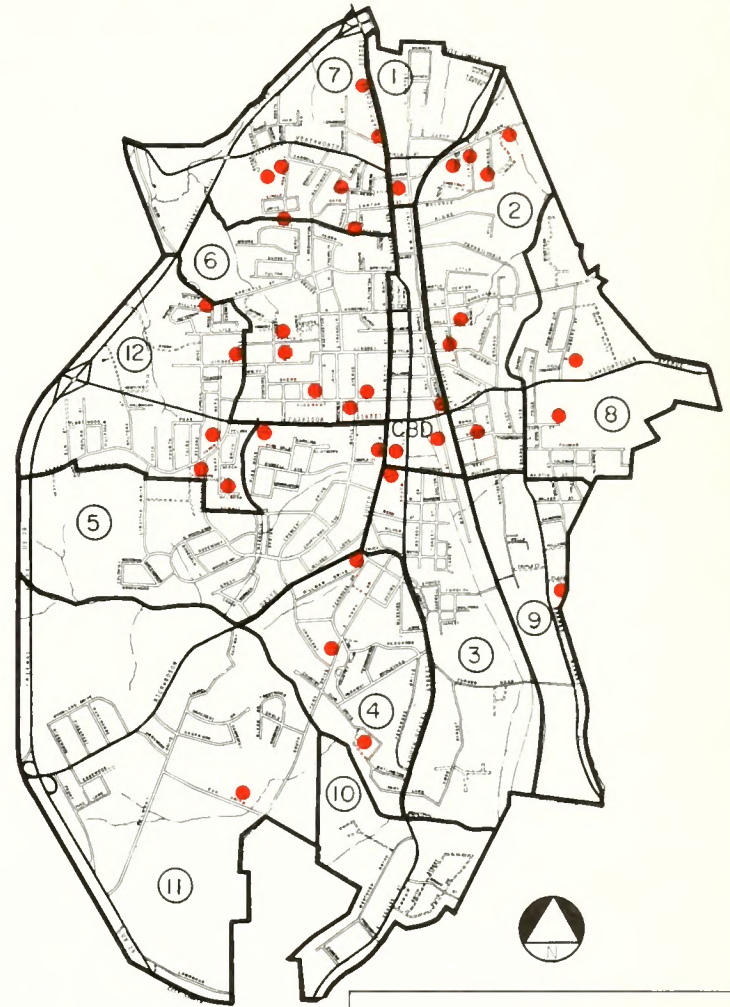


# REIDSVILLE, NORTH CAROLINA

## Plate 3: Major Fires

Major fires, defined here as those causing damage of \$500 or more, tend to occur more frequently in slums than in the less blighted areas of the city. This fact stems primarily from the fire hazards which accompany crowded living quarters in old frame buildings, inadequate storage of trash or unused furniture (often in cellars, on porches, etc.), faulty electrical wiring or fixtures, unsafe heating devices, and the like -- all being conditions which tend to be found in greatest concentration in blighted areas.

As seen in a comparison of Plate 3 with the other plates in this section, the correlation between degree of blight and number of major fires in the respective neighborhoods is not perfect; fires can and do occasionally strike the best of neighborhoods. Nevertheless there tends to be a concentration of such fires in the same neighborhoods which are being highlighted on other maps. It should be noted also that Plate 3 probably understates the relation of blight to fires. A \$500 fire in



### MAJOR FIRES

- FIRE CAUSING DAMAGE OF \$500 OR MORE, 1958-1962

PLATE 3



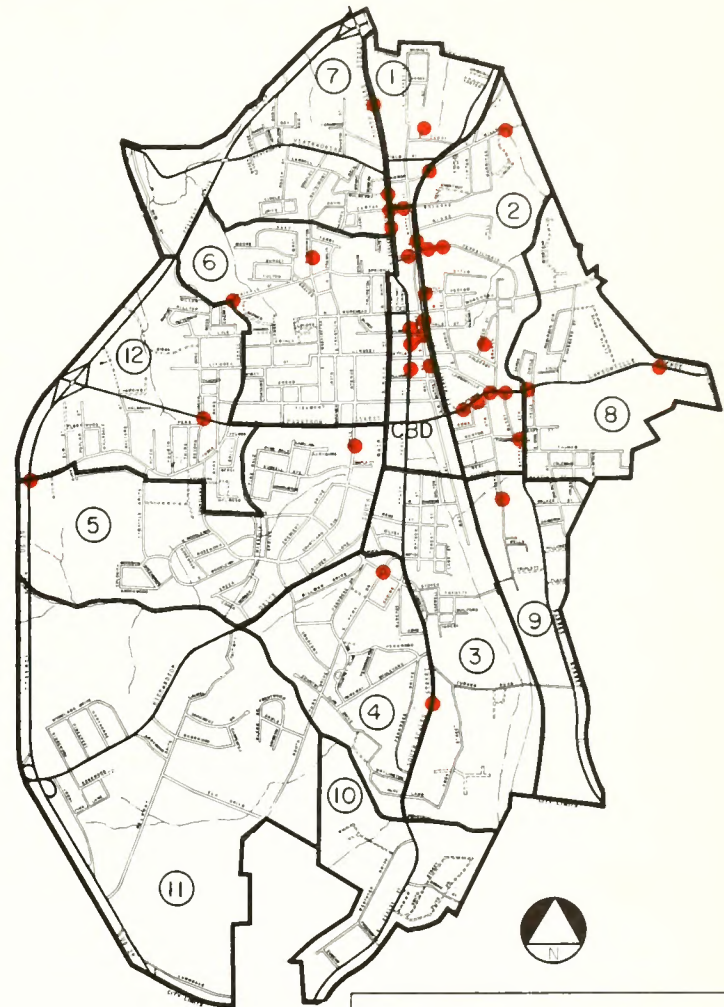
a slum building results in the destruction of a larger part of the structure and its contents than does a \$500 fire in an expensive home. A map showing those fires which caused the greatest damage in proportion to the value of the properties affected would reveal even greater concentration than does Plate 3.



## REIDSVILLE, NORTH CAROLINA

### Plate 4: Pedestrian Accidents

While Reidsville has a pedestrian safety record of which it is justifiably proud, the five-year period from 1958 to 1962 nevertheless saw 35 accidents involving a vehicle and one or more pedestrians. There were no fatalities, but 27 of the 35 accidents involved children, several of whom were seriously injured. The majority of the accidents, of course, occurred either downtown or on one of the city's major thoroughfares, where traffic is heaviest. Often, however, the occurrence of pedestrian accidents in a neighborhood is indicative of an inadequate separation of vehicular from pedestrian traffic. Residences located on a thoroughfare with fast and heavy traffic are at a great disadvantage in terms of safety. A neighborhood tightly packed with structures, leaving little or no open space for play, is apt to feature children playing on sidewalks and in the streets. Residential streets which, for want of off-street parking spaces, are lined with parked cars pose an additional hazard to the pedestrian stepping from between them to cross. A high



### PEDESTRIAN ACCIDENTS

● LOCATION OF ACCIDENT  
1958 - 1962

PLATE 4



incidence of pedestrian accidents, then, often indicates not only a heavy volume of traffic, but a faulty arrangement of land uses as well.





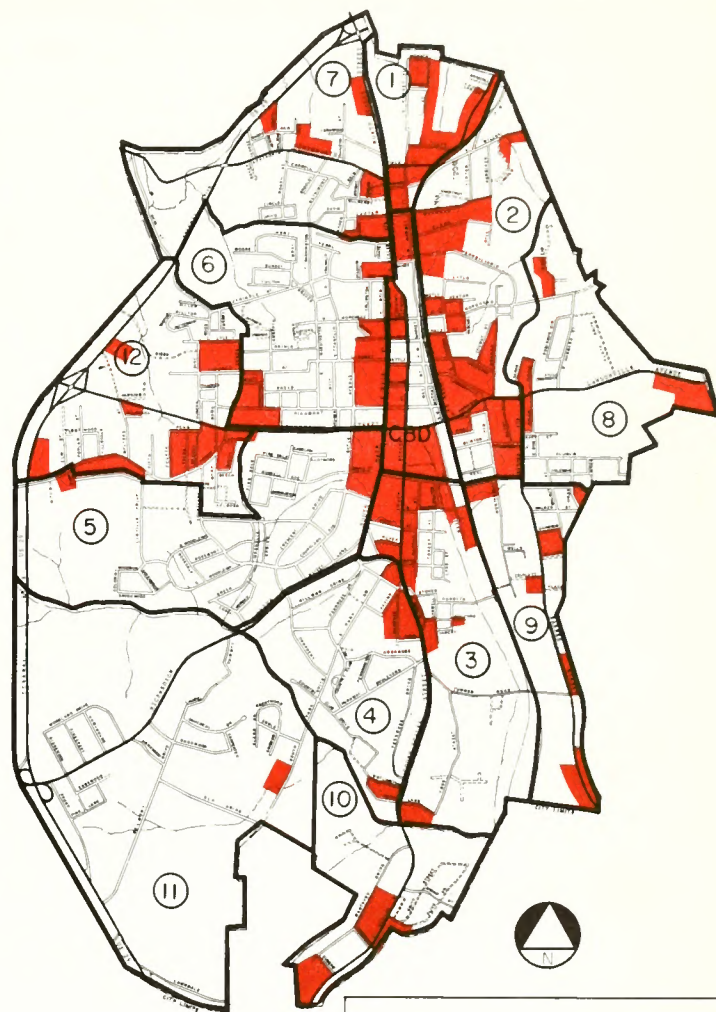


## Plate 5: Mixed Land Use

Plate 5 shows blocks in which residential structures are mixed with commercial and/or industrial structures. Not all the blocks so indicated are necessarily blighted, of course. The notion that no mixing of land uses should occur is no longer widely held by professional planners. In many instances the small shop, corner grocery store, or small and attractive industrial plant may actually benefit the neighborhood (in terms of diversity, convenience, etc.) rather than detract from it.

The fact remains, however, that such cases of compatibility among mixed land uses are exceptions, not the rule. Commercial and industrial establishments often generate large volumes of traffic, noise, and air pollution -- conditions which, while not harmful to other businesses, are deleterious to residences located nearby. The residential block penetrated by commercial and industrial firms is apt to see its homes decline in value, its vacancies increase, and, ultimately, a greater degree of blight set in. (Most firms today realize these

## REIDSVILLE, NORTH CAROLINA



MIXED LAND USE

■ BLOCKS WITH  
MIXED LAND USE

PLATE 5



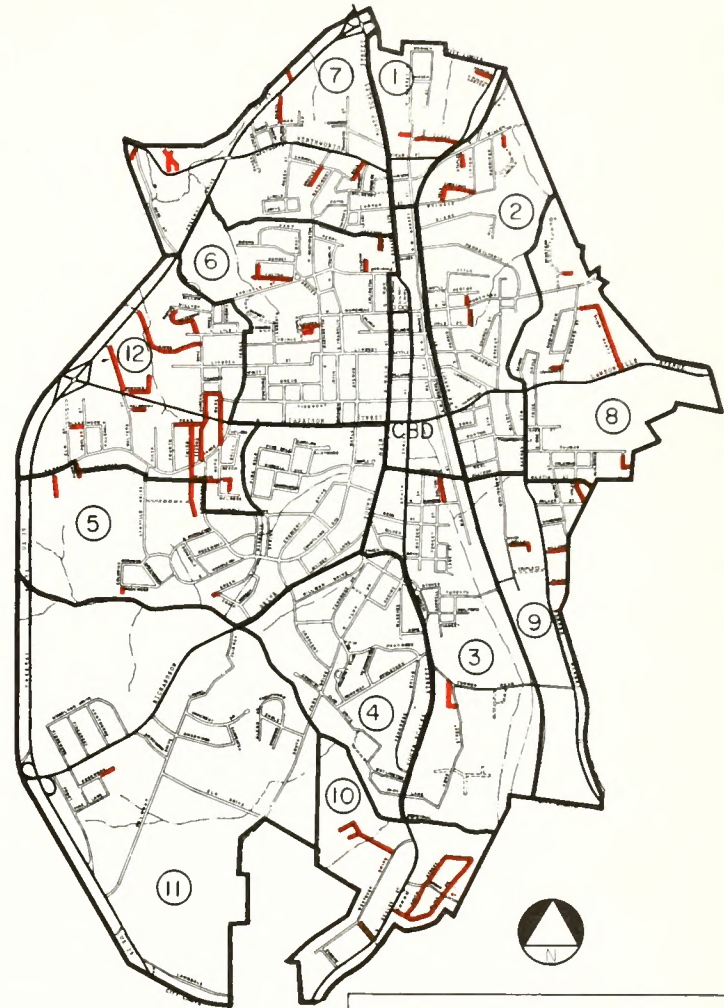
facts, of course, and the typical firm will, in establishing a new location, take into consideration the needs of residential areas. The zoning ordinance constitutes a further protection against the problem of incompatible land uses.)



## REIDSVILLE, NORTH CAROLINA

### Plate 6: Unpaved Streets

Unpaved streets are frequently accompanied by dust, mud, and poor drainage --- not to mention discomfort. They foster traffic congestion, pedestrian and vehicular accidents, and excessive noise. They also greatly reduce the ease of passage from one part of the neighborhood or city to another; at best this is a nuisance to those who must travel them daily, at worst a hindrance to emergency vehicles such as fire trucks and ambulances. Residential areas served by such streets suffer a consequent reduction in desirability (and value). Plate 6 shows the locations of such streets in Reidsville.



UNPAVED STREETS

— UNPAVED STREET

PLATE 6



social characteristics

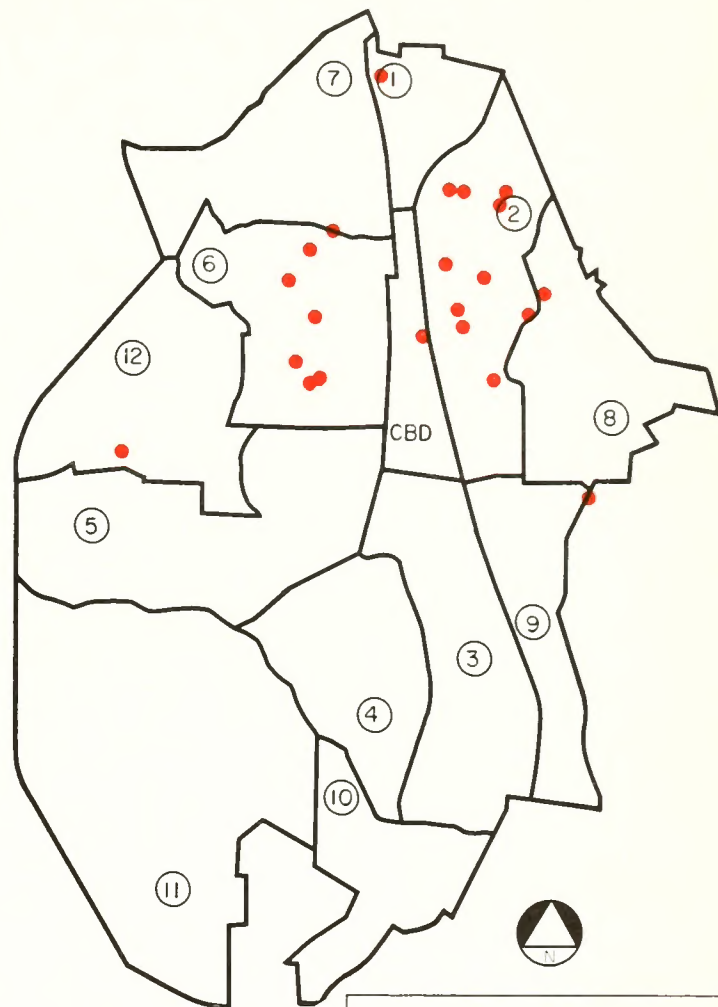




### Plate 7: Major Crimes Against Property

Throughout the country, blighted areas tend to contribute more than their proportionate share to the bundle of social problems afflicting cities. We have already warned, in Part One, against the drawing of hasty conclusions regarding the cause-and-effect relationship between blight and social problems. It is, for example, an oversimplification to assert -- without qualifications -- that slums are the cause of crime; if this were true, slum clearance would eradicate all crime -- a highly unlikely possibility. On the other hand, it is equally questionable to conclude that slums exist solely because of the life patterns of those who live in them. There are, to be sure, criminals incapable of rehabilitation; the physical improvement of their neighborhoods would not lessen their propensity to break the law. It is equally certain, however, that there are real or potential criminals who are products of their environment, and whose lives might be far different but for the degrading surroundings within which they must reside.

## REIDSVILLE, NORTH CAROLINA



### MAJOR CRIMES AGAINST PROPERTY

- RESIDENCE OF PERSON COMMITTING ROBBERY, BURGLARY, OR LARCENY IN 1961-1962.



Plate 7 shows the place of residence of persons who were convicted in 1961 and 1962 of crimes against property (robbery, burglary, or larceny).



Plate 8: Major Crimes Against Persons

Plate 8 focuses upon crimes of a different sort from those shown in Plate 7; it shows the place of residence of persons convicted of assault, rape, or murder in 1961 and 1962. The overwhelming majority of the dots represent relatively minor cases of assault; only two or three stand for rape or murder. This plate, nevertheless, provides another indication of the location of blighted conditions in Reidsville.

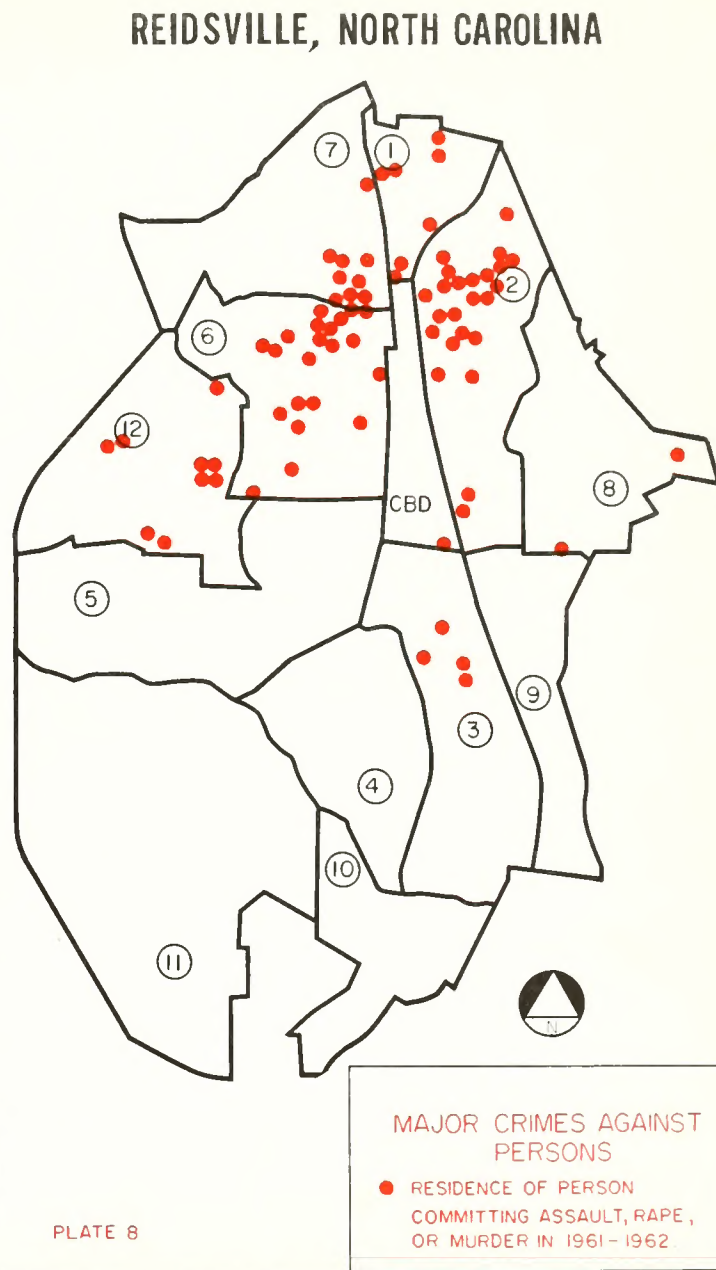
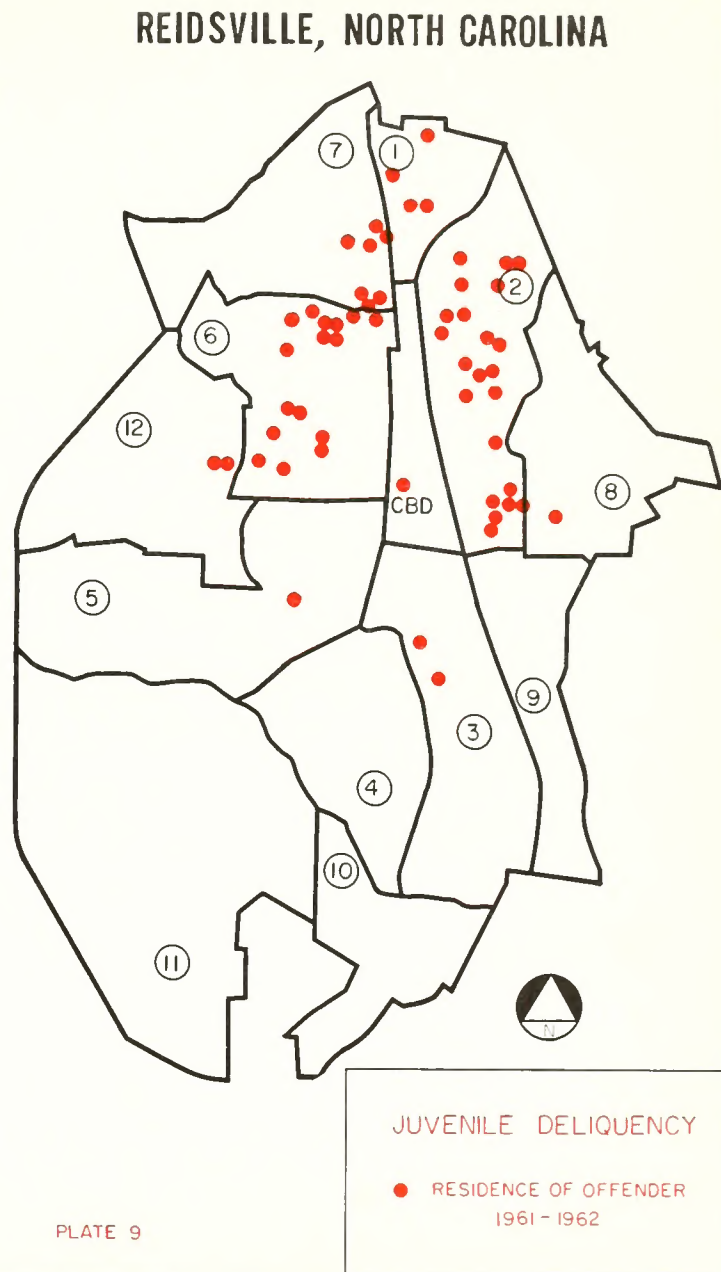




Plate 9: Juvenile Delinquency

Plate 9 shows the residences of youths who committed acts of juvenile delinquency in 1961 and 1962. While the factors reputed to cause juvenile delinquency are numerous, the general character of the neighborhood is certainly one of the more important ones. The impact of blight is particularly strong on young people who, with an abundance of energy and leisure time, are greatly influenced by the social and physical environment in which they are raised.



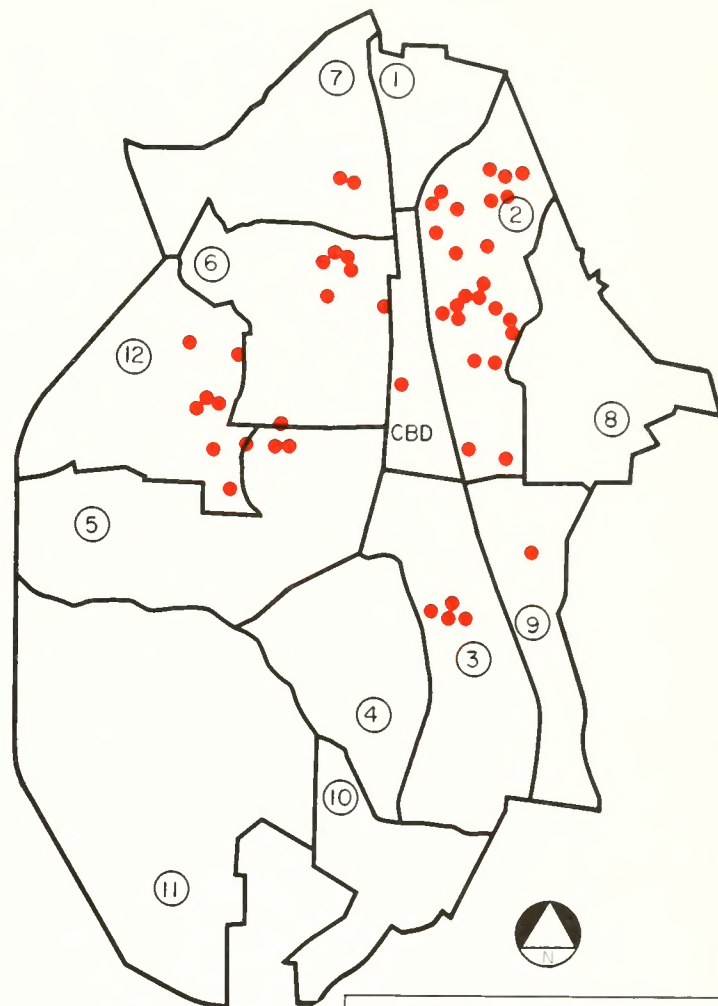




# Plate 10: Illegitimate Births

Plate 10 shows the place of residence of women giving birth to illegitimate children in 1961 and 1962. It might be fair to note that the picture revealed in Plate 10 is not entirely accurate. Some births of this type take place in the squalor of a dilapidated home, and are not reported to the relevant authorities. At the other extreme, it is a well-known fact that persons with sufficient financial resources may, when faced with the prospect of an illegitimate birth, leave the city or take some other action to avoid the social stigma attached to illegitimacy. Plate 10, based upon data taken from birth certificates, would not show these cases. Since the number of both of the above types may be assumed to be small, Plate 10 may be considered a reasonably reliable portrayal of the geographical distribution of illegitimacy. (That a person lacks the resources or the will to avoid "facing the music" in her own community may itself be another, more subtle index of blight).

## REIDSVILLE, NORTH CAROLINA



### ILLEGITIMATE BIRTHS

● ILLEGITIMATE BIRTH  
1961 - 1962

PLATE 10

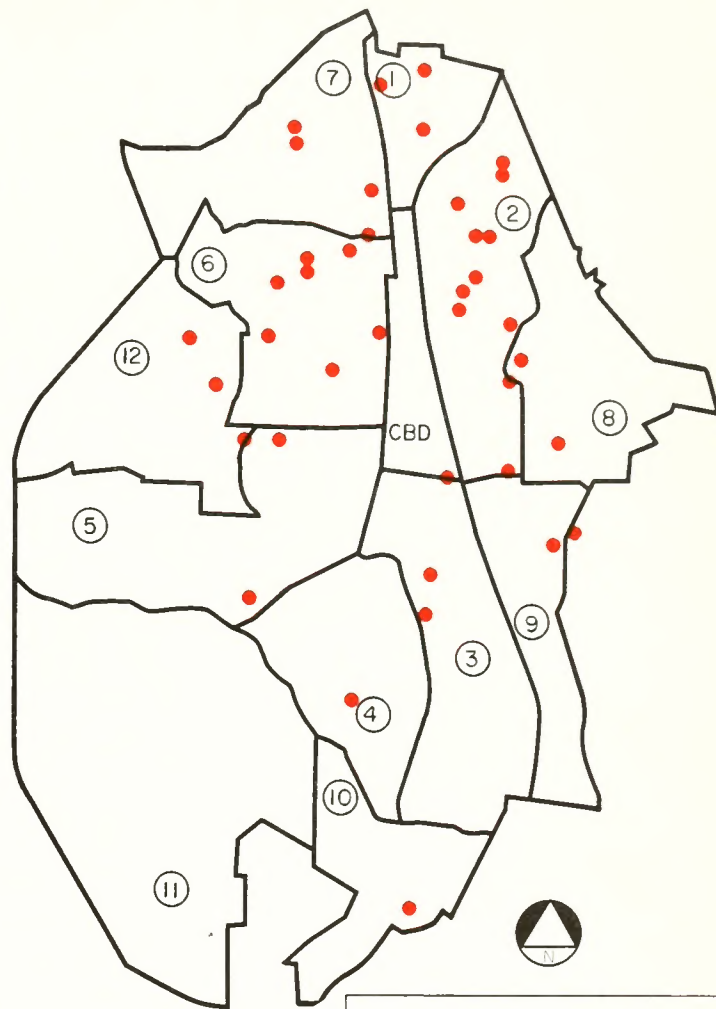


# Plate 11: Infant Mortality

Infant mortality here refers to the death of infants under one year of age (but does not include stillbirths). Plate 11 shows the place of residence of parents who lost infants in the five-year period from 1958 to 1962.

While there may be unique circumstances surrounding any particular infant death, rates of infant mortality in different areas will generally reflect the character of their respective physical and social environments. Dilapidated housing and insufficient sanitary facilities are associated with high rates of infant mortality because of their debilitating effects on both the baby (after delivery) and the mother (before and during pregnancy). Other aspects of low-income status, such as inadequate clothing and diet, also take their toll.

## REIDSVILLE, NORTH CAROLINA



INFANT MORTALITY

● INFANT DEATH, 1958-1962

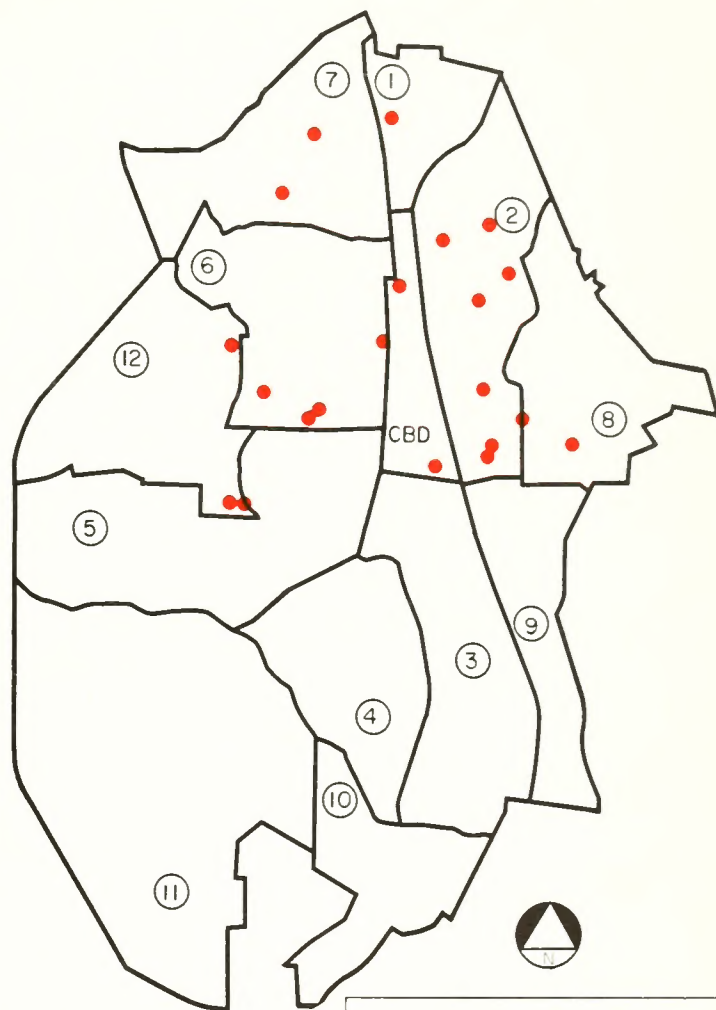
PLATE 11



## Plate 12: Tuberculosis

Tuberculosis is not caused by the tubercle bacillus alone. A majority of the people who are exposed to tubercle bacilli do not contract the disease. Tuberculosis apparently develops only where the necessary tubercle bacillus is combined with certain other environmental, physiological, and social conditions. While the exact nature of this combination remains elusive, it seems to occur more frequently in slums than elsewhere. The low economic status, overcrowding, and inadequate sunlight and fresh air which contribute so directly to infant mortality appear to play a similar role in the development of tuberculosis. Plate 12 shows the place of residence of tuberculosis patients whose treatment began during the five-year period from 1958 to 1962.

## REIDSVILLE, NORTH CAROLINA



### TUBERCULOSIS

● NEW CASE REPORTED  
1958 - 1962

PLATE 12

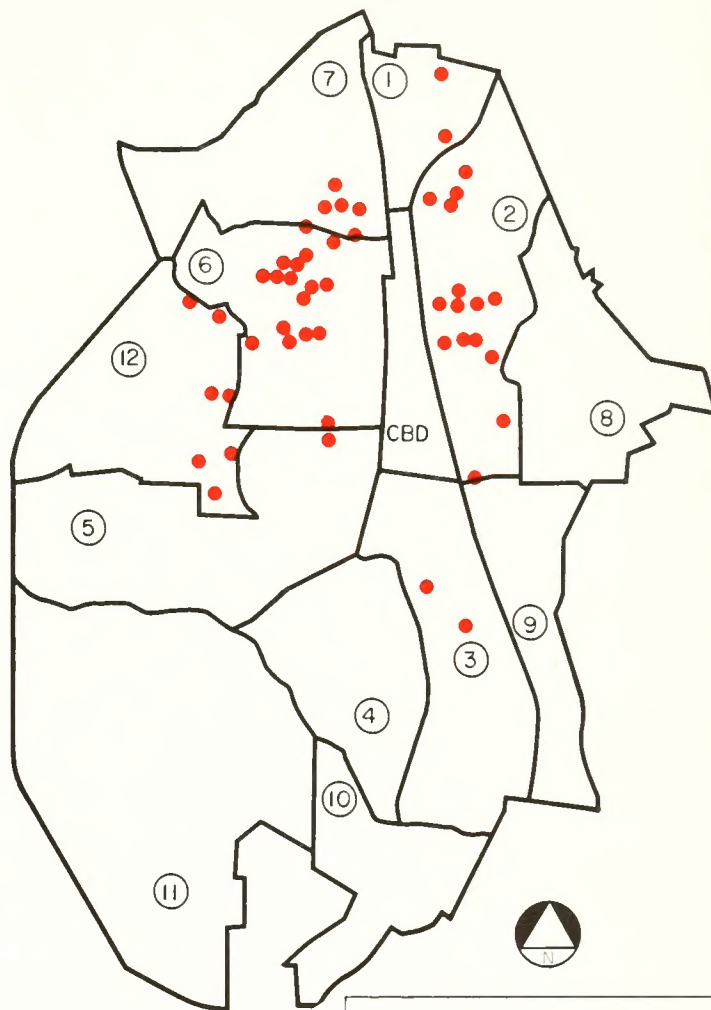




### Plate 13: Venereal Disease

Blighted areas generally contain more than their proportionate share of venereal disease cases. The immediate causes are many; the unwillingness or inability of some slum dwellers to adhere to the moral precepts of the larger society; their lack of education regarding the consequences of certain of their acts; the lack of a set of strong communal ties to bind the neighborhood together and regulate the conduct of its residents; etc. Beneath these direct causes, however, may be other, more subtle factors, related at least in part to the physical environment itself. The slum does little to hinder the spread of venereal disease, and may even abet it.

## REIDSVILLE, NORTH CAROLINA



VENEREAL DISEASE

● CASE TREATED IN 1961-1962

PLATE 13





# PART 3

conclusions



## C O N C L U S I O N S

Part Two of this report examined the location and extent of blight in Reidsville, as indicated by twelve factors commonly associated with blight in urban neighborhoods. As noted earlier, a major purpose of the study is the identification of Reidsville's "trouble spots." Viewed in their entirety, the plates in Part Two perform this function fairly well. While congruence among the plates is far from perfect, they nevertheless point consistently to a small number of neighborhoods as being those most afflicted with blight.

Table 2 provides a basis for ranking Reidsville's neighborhoods according to their outcomes in ten of the twelve indices employed in this report. (Quantitative measurements are not available for Mixed Land Use, and Unpaved Streets, thus necessitating their exclusion from consideration here.) With the exception of the data on Condition of Housing, all of the indicators of blight used in this study were employed to rank the neighborhoods according to their incidence of each indicator per 100 residential structures contained in the neighborhood. (The "rate" thus obtained is intended to account for the widely differing number of residences contained in the various neighborhoods.) For Condition of Housing, the neighborhoods were ranked according to the percentage of residential structures deteriorating or dilapidated. The ranks on the ten indices were then added together for each neighborhood to derive its total "score" (the "Summation of Ranks" column in Table 2). Each neighborhood's over-all rank, then, was determined by its score relative to the other neighborhoods.

The method used to derive neighborhood scores is admittedly a crude one. It provides a basis for comparison, but can make no claims to statistical precision. There are at least two reasons for this. First, the method assumes that all ten indices were equally important as measurements of blight. This is obviously not the case; the



TABLE TWO  
COMPARISON OF NEIGHBORHOODS BY SELECTED CHARACTERISTICS\*

Neighborhoods	Residential Structures Deteriorating or Dilapidated		Major Fires per 100 Residential Structures		Pedestrian Accidents per 100 Residential Structures		Major Crimes (property) per 100 Residential Structures		Major Crimes (persons) per 100 Residential Structures		Juvenile Delinquency per 100 Residential Structures		Illegitimate Births per 100 Residential Structures		Infant Deaths per 100 Residential Structures		TB Cases per 100 Residential Structures		VD Cases per 100 Residential Structures		Summation of Ranks	Over-All Rank
	%	Rank	Rate	Rank	Rate	Rank	Rate	Rank	Rate	Rank	Rate	Rank	Rate	Rank	Rate	Rank	Rate	Rank	Rate	Rank		
1	51.9	10	.53	3	2.03	12	.53	9	3.74	11	2.14	10	--	1	1.60	11	.53	9	1.07	8	84	9
2	71.8	12	1.09	9	1.87	11	1.56	12	3.74	11	3.43	12	3.74	12	1.71	12	1.25	12	2.49	11	114	12
3	17.3	7	.60	6	.15	3	--	1	1.19	7	.60	8	1.19	10	.60	4	--	1	.60	7	54	6
4	--	1	1.23	10	.62	9	--	1	--	1	--	1	--	1	.41	2	--	1	--	1	28	3
5	5.3	4	.42	2	.32	5	--	1	--	1	.21	5	.42	6	.42	3	--	1	.21	6	34	4
6	51.9	10	.76	7	.30	4	.91	11	3.04	10	2.44	11	1.07	9	1.07	10	.76	10	2.59	12	94	11
7	33.7	8	1.55	12	.40	6	.22	6	2.44	9	1.55	9	.44	7	.89	8	.44	8	1.11	9	82	8
8	10.1	5	.84	8	.84	10	.42	8	.84	6	.42	6	--	1	.84	6	.42	7	--	1	58	7
9	14.3	6	.53	3	.53	8	.53	9	--	1	--	1	.53	8	1.06	9	--	1	--	1	47	5
10	1.8	2	--	1	--	1	--	1	--	1	--	1	--	1	.88	7	--	1	--	1	17	2
11	2.8	3	.56	5	--	1	--	1	--	1	--	1	--	1	--	1	--	1	--	1	16	1
12	38.8	9	1.34	11	.40	6	.27	7	2.41	8	.53	7	2.14	11	.80	5	.80	11	1.87	10	85	10

\*This table compares the twelve neighborhoods in terms of all the characteristics described in Part Two except mixed Land Use and Unpaved Streets; quantitative measurements of these two characteristics are not available. The CRD has been excluded from this table due to its nonresidential character.

figures on major fires or pedestrian accidents, for example, are considerably less important than those on housing conditions or juvenile delinquency. Correction of this deficiency would have required that the ten indices be "weighted" in accordance with their respective importance. Given the lack of any objective tests to determine the proper weight for each factor, however, assignment of weights in this



case would have been purely arbitrary, and was therefore not done. It is hoped that the relatively large number of indices employed has caused such inequities as may exist to "average out" in determining the over-all ranks.

Second, the method used here ignores the widely varying gaps which exist, in any one index, between the actual numerical rates for the different neighborhoods. Thus, on one index, the actual gap between the neighborhoods ranked "1" and "2" might be quite large, the gap between "2" and "3" very small, etc., but these gaps are not reflected in the total score for each neighborhood. Again it is hoped that the errors which result tend to "average out."

It might be emphasized, then, that Table 2 is a device for purposes of comparison only, rather than for precise statistical measurement. Viewed in this rather limited perspective, the results of Table 2 are of interest. Neighborhood 2 emerges as the area of greatest blight, with Neighborhood 6 next. Neighborhood 11 is seen to be the least blighted (in terms, it should be remembered, of the indices we have used in this study), followed closely by Neighborhood 10. In general, the most blighted neighborhoods are those in the northern portion of the city, the least blighted those in the southern portion.





In Plate 14, the city's twelve residential neighborhoods have been divided into three groups of four neighborhoods each: Area "A", the four most blighted neighborhoods; Area "B", the four least blighted neighborhoods; and the remaining four neighborhoods, the "middle third", which fall somewhere in between. (The CBD has been excluded from consideration here and in Table 2, owing to the predominantly non-residential character of its land use.) The following set of figures clearly reveals the relationship between over-all blight and the individual factors investigated in this report.

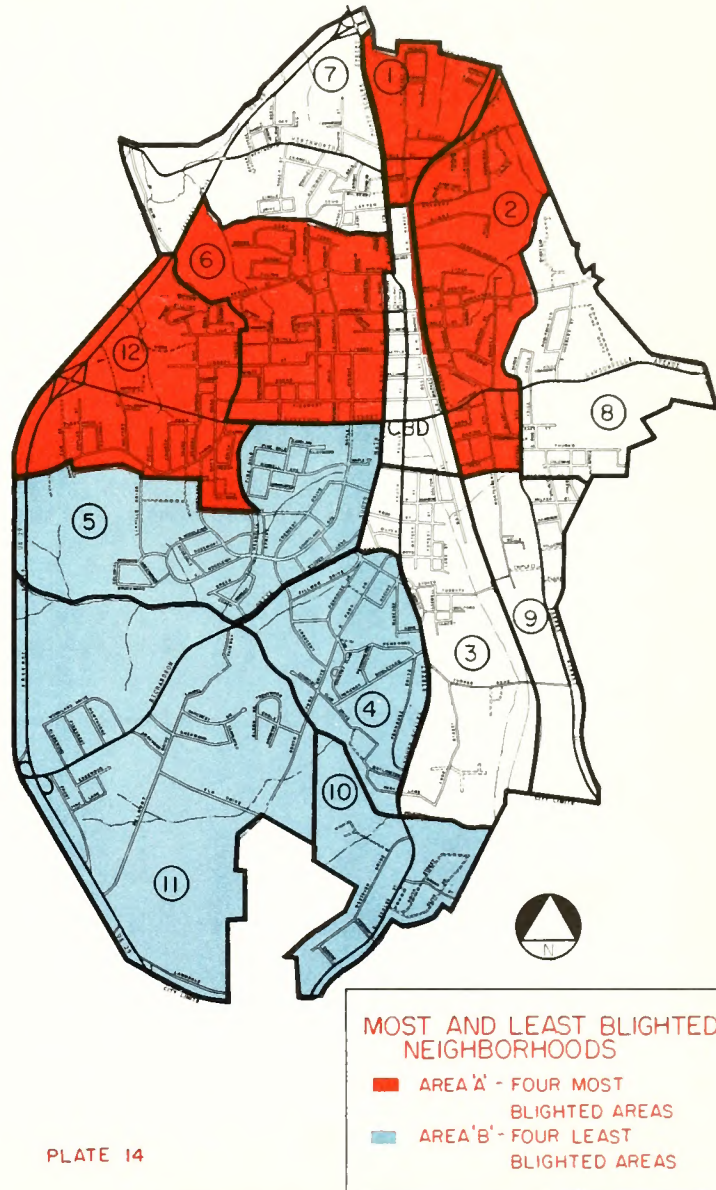
1. Area "A" contains 44.9% of Reidsville's residential structures.

Area "B" contains 24.5% of Reidsville's residential structures. But:

#### ENVIRONMENTAL CHARACTERISTICS

2. 33% of Reidsville's residential structures are deteriorating or dilapidated;

## REIDSVILLE, NORTH CAROLINA





56% of the residential structures in Area "A" are deteriorating or dilapidated;  
3% of the residential structures in Area "B" are deteriorating or dilapidated.

3. Of Reidsville's 39 major fires in 1958-1962,  
46% occurred in Area "A",  
15% occurred in Area "B".
4. Of Reidsville's 35 accidents to pedestrians in 1958-1962,  
55% occurred in Area "A",  
9% occurred in Area "B".

#### SOCIAL CHARACTERISTICS

5. Of Reidsville's 22 major crimes against property committed in 1961-1962 by residents of the city,  
82% were committed by persons living in Area "A",  
None were committed by persons living in Area "B".
6. Of Reidsville's 78 major crimes against persons committed in 1961-1962 by residents of the city,  
77% were committed by persons living in Area "A",  
None were committed by persons living in Area "B".
7. Of the 56 acts of juvenile delinquency committed in 1961-1962 by residents of the city,  
79% were committed by persons living in Area "A",  
2% were committed by persons living in Area "B".



8. Of the 49 women giving birth to illegitimate children in 1961-1962,  
80% lived in Area "A",  
4% lived in Area "B".
9. Of the 39 sets of Reidsville parents who lost infants in 1958-1962,  
62% lived in Area "A",  
10% lived in Area "B".
10. Of the 22 new tuberculosis cases reported in 1958-1962,  
77% lived in Area "A",  
None lived in Area "B".
11. Of the 50 persons treated for venereal disease in 1961-1962,  
84% lived in Area "A",  
2% lived in Area "B".

These figures provide excellent support for the statements made in Part One regarding the costliness of blighted areas, in terms of both human values and public expenditures. The entire city stands to benefit from a vigorous attack upon blight in Reidsville's neighborhoods.



# PART 4

guidelines for action





## GUIDELINES FOR ACTION

The causes of blight, as have been emphasized on the preceding pages, are numerous and complex. In view of this fact, it must be realized that piecemeal attacks upon neighborhood decay -- treating each problem as unique and unrelated to the others --- can only lead to frustration and failure. Zoning ordinances, building and housing codes, etc. -- all are indispensable weapons in the battle against blight, yet even these are often ineffective in dealing with problems which originated long before such regulations came into effect, and which have since reached mammoth proportions. Clearly a comprehensive approach is required, one which simultaneously attacks all of the problems related to blight.

The term used to designate such a "total approach" is urban renewal. More specifically, urban renewal may be defined as a city-wide program in which all appropriate and available resources -- public and private -- are directed, in accordance with a locally-prepared plan, toward the elimination of slums and blight.

The program of action needed to accomplish a city's renewal generally consists of three types of treatment;

1. Redevelopment is the process of demolishing slum structures, clearing their sites, and making the land available to private or public agencies for use in accordance with the city's comprehensive plan. Redevelopment applies to areas in the most advanced stages of blight, and must be accompanied by a program for the relocation of persons required to move.

2. Rehabilitation, the treatment appropriate to areas suffering from the early stages of blight, entails the repair and alteration of deteriorating structures by



property owners; the removal of pockets of dilapidated, non-salvable housing through "spot clearance;" the provision of needed public improvements; and extensive application of conservation techniques where appropriate.

3. Conservation is the method used to prevent the formation of blight in areas of sound housing. It consists of the rigid enforcement of appropriate codes and ordinances, to assure desirable land use and density patterns; the effective performance of municipal housekeeping functions; and adequate provision of facilities, utilities, and traffic controls.

It is not the purpose of this report to specify which type of treatment should be applied to each of Reidsville's neighborhoods. When the time arrives for making such decisions, however, it is hoped that this report will serve as a useful guide and source of information.

Certain conclusions of a general nature, of course, are obvious to one who has studied this report in its entirety. Large-scale redevelopment appears to be needed in parts of Neighborhoods 2 and 6. At the other extreme, several neighborhoods require only conservation, whether (as in 4 and 11) to maintain and enhance a presently desirable quality (as in 10) to hold off the blight which, though not yet present, is threatening. For several other neighborhoods, such as 1, 3, 7, and 12, an active program of rehabilitation (including some "spot clearance" of the worst structures) is needed.

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